



City of Loma Linda Official Report

Karen Gaio Hansberger, Mayor
Floyd Petersen, Mayor pro tempore
Robert Christman, Councilmember
Stan Brauer, Councilmember
Robert Ziprick, Councilmember

COUNCIL AGENDA: July 26, 2004

TO: City Council

VIA: Dennis R. Halloway, City Manager 

FROM: Deborah Woldruff, Community Development Director 

SUBJECT: GENERAL PLAN AMENDMENT (GP) NO. 04-01, ZONE CHANGE (ZC) NO. 04-01, TENTATIVE TRACT MAP 16730 (TT) NO. 04-01 & PRECISE PLAN OF DESIGN (PPD) NO. 04-03 – A REQUEST TO SUBDIVIDE 37.59 ACRES INTO 263 NEW SINGLE FAMILY LOTS WITH 8 LETTERED LOTS FOR PARKS AND OPEN SPACE. THE PROJECT IS LOCATED SOUTH OF MISSION ROAD, EAST OF THE PEPPER WAY AND THE EDISON EASEMENT AND WEST OF CALIFORNIA STREET.

RECOMMENDATION

Staff recommends that the City Council make the following actions:

1. Adopt the Mitigated Negative Declaration (Attachment A);
2. Approve and adopt General Plan Amendment No. 04-01 (Attachment B) and Zone Change No. 04-01, based on the Findings;
3. Approve the Development Agreement (Attachment C); and,
4. Approve Tentative Tract Map No. 16730 (Attachment D) and Precise Plan of Design No. 04-03 based on the Findings, and subject to the attached Conditions of Approval (Attachment E).

SUMMARY OF REQUEST

The project is a request to subdivide a 37.59 - acre property for the purpose of developing 263 single-family detached residences, three parks, and open space, which includes a trail system. The project requires a General Plan Amendment to change the General Plan designation from Mobile Home Subdivision to Mixed Use. The project area currently is not zoned, therefore the project includes a zone change to zone the project area Planned Community (PC). The project includes a Planned Community Document for the small lot subdivision proposal. The project includes the Precise Plan of Design for the product and site design of the single-family residences and the related amenities of the project site. A development agreement between the City and the applicant is included as part of the project to assist in the production of future

affordable housing throughout the City. A detailed discussion of the existing setting for the project is contained in Section 1.1 of the Initial Study (Attachment A)

BACKGROUND

On July 7, 2004, the Planning Commission reviewed the project and forwarded it to the City Council with a recommendation for approval. A copy of the Planning Commission Staff Report and draft minutes from July 7, 2004, is included as Attachment F. The Planning Commission modified and added to the conditions of approval to address concerns that were discussed at the July 7, 2004, Planning Commission meeting.

The project is located within the Mission Historic District Overlay Zone. The City has adopted an ordinance that requires any development within the District conform to a strict set of city-adopted development/design standards, which are intended to preserve and enhance the historic character of the area. Historically, the project area has been used for agricultural purposes consisting mostly of citrus groves. The entire citrus orchard has been removed. However, a portion of the site is used to grow melons as a temporary use.

The project area is adjacent to two homes on along the south side of Mission Road. The residences will remain under private ownership and are not part of the development. The proposed design of the tract and the residences has been designed according to the "Livable Community" concepts and the objectives of the Mission Historic District Overlay Ordinance. The proposed site plan is designed to integrate the existing homes into the layout of the lots by providing wider lots along Mission Road. This is consistent with the Mission Historic District Overlay Ordinance.

The project was submitted to the Historical Commission for their review and approval of a Certificate of Appropriateness due to the project being located in the Mission Historic Overlay District. The Historical Commission approved the Certificate of Appropriateness on May 3, 2004.

ANALYSIS

Project Description and Site Design

The applicant has incorporated "Neo-Traditional" and "Livable Communities" concepts into the project design that include smaller residential lots and narrow interior streets. The proposed subdivision, which creates 263 new single-family lots, has a gross density of 6.7 dwelling units per acre. This proposed density is within Medium Density designation of the Draft General Plan for this area, which is 5.1 to 9 dwelling units per acre. The average lot size is approximately 3,675 square feet. The lot sizes along Mission Road range from approximately 9,000 to 13,493 square feet. The lot width of the Mission Road lots range from 90 to 104 feet. The interior lot sizes range from approximately 2,800 to 4,789 square feet.

The layout of the project is similar to the Mission Trails, the development to the west (Tract No. 16341). There are both alley loaded and front-loaded lots. The development has three access

points from Mission Road and connects to the Mission Trails development to the west through Paxton Place. The street widths are similar to Mission Trails, however, the alley width has been increased an additional two feet. The concept of this development was to integrate with the development to the west by providing similar layout and connectivity of streets and trails.

Three public parks are proposed which are located on each side of the development and one in the center. The one-acre central park provides a focal point at the main entrance to the tract, which is accessed from Mission Road. The main entryway will have a center median for two block lengths. The design of the central park and median includes a water feature, that is intended to simulate a water canal similar to the historic Zanja canal within the Mission Road Historic Overlay District. In addition to the water feature a gazebo, picnic areas, tot lot and seating areas are proposed amongst the many proposed trees.

The two additional parks provide active park uses with a variety of amenities. The one-acre westerly park includes a tennis court, two half-court basketball courts, a tot lot, and seating and picnic areas. The 1½-acre easterly park provides a putting green, sand volleyball court, a tot lot, and picnic and seating areas. Page LC-7 (Attachment G), includes optional design includes guest parking adjacent to the parks, which could reduce the amount of on-street parking for individuals who drive to the parks. In addition to the three proposed parks, the project includes additional open space which totals approximately 1½-acres. Approximately a half-acre of this open space is divided into six lettered lots, scattered throughout the development, typically on corners, which provides landscaped passive park/open space. The parks, open space, and trails will be maintained by the Homeowner's Association. The total amount of proposed park and open space complies with the General Plan policy of 5-acres per 1,000 residents.

In addition to the parks and open space, a trail system has been incorporated into the site, which connects the parks, and open space and also connects the tract to existing trail systems beyond the tract boundaries. A last minute proposal to the Planning Commission included providing a pedestrian bridge over the San Timoteo Channel to connect to the existing trail system. A bridge is planned to be installed across the San Timoteo Channel near the Edison Easement. However, this additional bridge would provide additional linkage to the regional trail system. Staff would recommend that if the pedestrian bridge concept is accepted with this project, that a condition of approval be added to require the bridge.

Within the open space areas of the tract, the applicant has provided a conceptual plan to provide for additional parking spaces for guests. The Planning Commission evaluated all the proposed locations and determined that the parking proposed in the open space areas on the eastern portion of the tract would help elevate any parking deficiencies of the homes that front onto the park areas. The Planning Commission determined that removing park space or open space for additional parking spaces in other areas of the tract was not necessary.

The narrower streets, medians, and street layout should provide some traffic calming for the development. The proposed street widths are indicative of the "Livable Communities" concepts, which have been endorsed by the Planning Commission. The PC Zoning allows for the creation of unique and creative design standards, which provides flexibility to include attributes common

in "Livable Communities." Narrower streets are common in "Livable Communities" and the flexibility of the PC zone is exhibited in the proposed street design.

Precise Plan Of Design (PPD)

House Design

There are three housing products, which include the front loaded product, alley loaded product and the homes fronting Mission Road. There are three plans within each of the front and alley loaded products and two plans within the Mission Road product.

All eight plans include unique architectural styles, which are modern adaptations of amenities found in traditional styles of architecture historic to the area. Each plan has an "American Farmhouse" style, and a "Craftsman/Bungalow" style. The third style has Spanish influences and range from "Early Californian", "Spanish Colonial", "Monterey", and "Santa Barbara." The proposed designs have similar elements of each style, but are not intended to be exact replicas of the traditional style. They are intended to be contemporary homes with a traditional character.

Each plan offers several options, which can increase the number of rooms and/or bedrooms. The plans offer a variety of home sizes that include three and four bedrooms. The houses range from 1,800 to 3,060 square feet. All the residences are two story, except for one of the plans on Mission Road. There are 18 Mission Road residences, 117 front-loaded plans, and 128 alley loaded plans.

Each of the three styles has five color and material schemes. Wood, stone, brick and stucco proposed to be applied to the exterior walls. The Spanish style homes also have decorative tiles that will enhance the elevations. The roof materials are composition shingle, clay tile, and concrete tile. The color palette of the roof materials vary from dark grey, light and dark browns, and shades of terracotta which are appropriate for all the proposed styles.

Landscape Design

The proposed landscape plans illustrates small trees, shrubs and ground cover adjacent to the alleys; street trees and parkway landscaping, and planting and amenities within common areas including the parks. In addition to the proposed plantings, fence, wall, arbor, entry monuments and mailbox kiosk designs are proposed which are consistent with the design of the tract and the Mission Road Historic character. The proposal includes vinyl fencing which simulates wood fencing, but is much more durable and will maintain a quality appearance over time.

The developer will be required to landscape the front yard, parkway, exterior side yard and rear yard area in front of the fence adjacent to an alley. All lettered lots, which includes, common areas, parks, trails, and Landscape Maintenance District (LMD) areas shall also be landscaped by the developer and maintained by the Homeowner's Association (HOA).

Each house will have a street tree in the front yard and/or parkway. A landscape plan that identifies the landscape details for the front yards, exterior side yards, and areas outside the enclosed fences adjacent to the alley will be provided to the Community Development Department for review and approval prior to issuance of building permits.

Evaluation

A variety of architectural styles are proposed which enhances the overall character of the neighborhood by creating variety and visual interest of each house. The proposed styles are similar to the types of homes historically built in the area and compatible with the Mission Historic District Overlay Zone. The styles of the homes are carried out on all four sides of each residence. The proposal includes tree-lined streets, parks and trails which provide connectivity throughout the project.

The proposed architectural styles, varieties of eight different plans, and the sensitivity to the style and design of the homes on Mission Road provide a quality development that provides character and interest to the area. Placing the larger size homes that have unique designs with traditional styles helps maintain the rural character of Mission Road by providing an estate like appearance. A wider house plan with the proposed styles, make these homes more visually appealing and closer to the quality of custom homes.

The plans include a wrap around porch for one of the alley-loaded plans and a side entrances for one of the front entry plans. If these lots are plotted on corner lots the issue of side loaded lots should be addressed. All the homes have garages set back from the house or porch and some of these are alley-loaded garages. This allows the porch to become the dominant feature of the house rather than the garage. The four-sided architecture has been addressed by providing window surrounds and enhancements, including some of the accent materials, on the sides and rear elevations of the residences.

Staff is pleased with overall design of the proposed map and plans. The Planning Commission implemented recommendations made by staff to improve the project which pertains to the color palette, placement of the plan types next to each other, and requiring the wrap around porch and side entry on all corner lots.

General Plan Text And Map And Official Zoning Map Amendments

The project includes a request to amend the General Plan Text and Map from Mobil Home Subdivision to Mixed Use, and the official Zoning Map from no zoning to Planned Community (PC).

The proposed land use designation and zoning is not anticipated to result in any land use impacts to the surrounding area. The Mixed Use General Plan designation is included in the Draft Preferred Alternative Land Use Map for the current General Plan Update. The area south of Redlands Boulevard, west of California Street, east of the Southern California Edison utility easement and north of Barton Road and the San Timoteo Creek has been preliminarily designated as Mixed Use by the Planning Commission and City Council for the purpose of

identifying a preferred alternative land use plan for the General Plan update process. The intent of the Mixed Use designation is to allow for a variety of uses such as residential, commercial, institutional and light industrial and require a Planned Community or Specific Plan Zoning regulation to specify the approved uses and development standards for each planning area. The proposed Planned Community zoning designation would limit this area to residential use and ancillary amenities that would support a residential tract, such as recreational facilities, parks, and trails.

Development Agreement

The proposed project is located in the Redevelopment Project Area. As a result, affordable housing is required of the builder. The option is to provide fifteen percent of the units as affordable or to pay an in-lieu fee to assist in the production of future, affordable housing units throughout the City. The applicant has chosen the option to pay the in-lieu fee (see Attachment C).

COMMENTS

The Public Safety Department has reviewed the proposed map and provided additional conditions of approval to compensate for the narrower streets and alleys. The conditions include additional fire sprinkler requirements for the residences. The proposed width is adequate to allow for emergency vehicles and apparatus. No parking will be permitted in the alleys and on the main entry street "J".

Public Works Department has reviewed the Traffic Impact Analysis prepared by Meyer, Mohaddes Associates, Inc. and concurs with the recommended mitigation measures, which includes contributing to the fair share costs associated with the installation of a traffic signal at the intersection of Mountain View Avenue and Mission Road to improve the traffic congestion under peak hours. This intersection was identified in the Traffic Impact Analysis as having a cumulative impact during peak hours due to the existing traffic and the addition of the project traffic and future traffic from development proposed in the general vicinity. This would improve the intersection traffic from a level of service D and F to a level of service B and C during peak hours.

In response to the routing for this project, the City received the following comment from outside agency:

- City of Redlands - The letter stated that they were concerned about traffic impacts particularly to California Avenue and the interchange of the I-10 freeway. The City's Public Works Department evaluated the trips generated by the project and the capacity of the adjacent street system and determined that the traffic impact analysis did not warrant further review for the area of concern identified by the City of Redlands. (A discussion of the traffic impacts is included in the Initial Study).

After approving the Certificate of Appropriateness for the project, the Historical Commission recommended to the Planning Commission and City Council that the density of the project and

density of future projects in the area be reduced. This would mean a change in the draft General Plan land use designation since this project complies with the range of density in the draft General Plan.

At the Planning Commission meeting the following letters were submitted in opposition to the project. The main objection to the project is the proposed density, which is felt to be too high. Copies of these letters are attached (Attachment G) for your review:

- Donna Stocker, 26234 Mission Road
- Petition Letter (12 pages)
- Bert & Evelyn Connell, 25432 Orange Crest Way
- Lawrence Family, 26430 Margarita Lane

Copies of all public comments are maintained in the file for Tentative Tract Map No. 16730.

CONCLUSION

The proposed Tentative Tract Map ^{No.} 16730 conforms to the City's Subdivision regulations and the "Planned Community" (PC) zoning standards. The General Plan Text and Map amendment from "Mobile Home Subdivision" to "Mixed Use" and the zone change to "Planned Community" (PC) allows the flexibility to develop a variety of single-family residential communities that can be master planned for the proposed project site. The proposed subdivision is sensitive to the historical significance of the area and compatible with the residential neighborhoods to the west. The granting of this General Plan Amendment, Zone Change and Tentative Tract Map and Precise Plan of Design would not be detrimental to the public welfare or injurious to the properties in the vicinity.

All elements of project are consistent with the existing General Plan and appear to be consistent with the Draft Preferred Land Use Alternative prepared for the City's Comprehensive General Plan Update Project. The proposed house designs for the eight design types are tailored to the site and environment and will be compatible with the surrounding neighborhood.

The two styles of homes fronting Mission Road provide a custom estate home appearance and maintains the rural character of Mission Road. The lot width dimensions are consistent with the policies suggested in the Mission Road Historic District Report. The lots along Mission Road are accessed by a rear alley and will not have vehicular access from Mission Road. The length of the lots allow for large front yard setbacks which will create a buffer along Mission Road and adhere to maintaining a rural character.

The Mitigation Measures listed in the Initial Study (Attachment A) will minimize the potential environmental impacts and are the responsibility of the subdivider. They have been made part of the Conditions of Approval (Attachment E).

ENVIRONMENTAL

On May 21, 2004, a Notice of Intent (NOI) to Adopt a Negative Declaration and Initial Study (Attachment A) were prepared and issued for public review. The mandatory CEQA 20-day public review began on May 21, 2004 and ends on June 9, 2004. The Initial Study evaluates potential impact categories and appropriate mitigation measures. Any potential impacts can be mitigated to a level of insignificance and mitigation measures have been included as conditions of approval (Attachment E). Therefore, the project can be approved with a Mitigated Negative Declaration in accordance with the requirements of CEQA.

FINANCIAL IMPACT

The amount of revenue that the project will bring to the City from Development Impact fees is currently estimated to be in excess of \$ 917,304. In addition, the project will be subject to Plan Check fees, Building Permit fees, Grading Permit fees, and Fire Plan Check/Inspection fees.

The project site is located in a Redevelopment Project Area and as such, the project is required to provide affordable housing. The applicant and the City of Loma Linda will enter into a Development Agreement to assist in the production of future, affordable housing units throughout the City. An in lieu fee in the amount of \$ 1,497,522 will be paid to the City as a requirement of the Development Agreement.

Respectfully Submitted,



Lori Lamson
Senior Planner

ATTACHMENTS

- A. Negative Declaration (NOI/Initial Study)
- B. General Plan Amendment
- C. Development Agreement
- D. Tentative Tract Map
- E. Conditions of Approval
- F. Planning Commission Staff Report and Draft Minutes 7-7-04 meeting
- G. Letters Regarding Proposed Project
- H. Planned Community Document
- I. Proposed Plans